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AUTHOR	Finch, Arnold
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ABSTRACT

Management by Objectives is a professional approach to management that determines what must be done (including establishment of priorities); how it must be done (the program steps or plan of action); when it must be done; what resources are needed (personnel, equipment, money); what constitutes satisfactory performance; how much progress is being achieved; and when and how to take corrective action. Fresno Unified School District is using these steps involving planning and control functions, in the development of individual management contracts with each administrator and middle manager. The document includes sample contracts. (Author/WM)

ED 096767

MANAGEMENT BY OBJECTIVES

IN

FRESNO UNIFIED SCHOOL DISTRICT

FUSD

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EA 006 445

by
Arnold Finch
Superintendent

February 1974

MANAGEMENT BY OBJECTIVES
IN
FRESNO UNIFIED SCHOOL DISTRICT

In 1954, Peter F. Drucker[1] first gave form to the concept of Management by Objectives in his book, "The Practice of Management." The concept slowly found fertile soil, first in the private sector, finally moving into the public sector. The nation's largest organization, in terms of spending power, the United States Department of Health, Education and Welfare, once called unmanageable, is the largest public organization to use the M.B.O. system. In the past several years, a score or more of school districts throughout the United States have initiated, to a greater or lesser degree, the M.B.O. system of school district management.

The concept of Management by Objectives is neither detailed nor mysterious. In fact, the strength of the program lies in its simplicity. There are two basic premises: (1) the clearer the idea of what one wants to accomplish, the greater the chances of accomplishing it, and (2) real progress can only be measured in relation to what one is trying to make progress toward. In other words, if the manager or the administrator knows where he is going, he finds it easier to get there, he can get there faster, and he will know it when he arrives.

All too often, the individual manager, whether in the private sector or the public, is managing by reaction. Under this system, planning is accomplished immediately prior to, or in concert with, proposed or actual action, and there are frequent changes in the plan due either to lack of time in which to consider alternatives or, to lack of a predetermined objective. Thus, we have what is sometimes called "seat of the pants" or reaction management. No system, yet devised by man, completely eliminates a portion of this type of management.

At the other end of the continuum is Management by Objectives (and Results). Here management defines, in advance, the results to be achieved and the program steps required for the achievement of these results. In practice, this extreme, too, is unlikely to exist in its purest sense.

Management by Objectives is a professional approach to management that determines: (1) what must be done, including establishment of priorities, (2) how it must be done (the program steps or plan of action), (3) when it must be done, (4) what resources are needed: personnel, equipment, money, (5) what constitutes satisfactory performance, (6) how much progress is being achieved, and (7) when and how to take corrective action. Management by Objectives implies a planning function represented by steps one through four above, while end results imply a controlling function represented by steps five through seven.

In order to put the job of a manager into proper perspective, we need to examine the nature of his work. A manager concerns himself with two general types of work: operating work and management work. Every manager performs both operating work and management work as a part of his job; however, he may not recognize the difference between them.

For purposes of this paper we will define operating work as those activities primarily designed to achieve immediate, necessary, quantifiable objectives. These activities would include such school activities as holding a meeting, expediting a field trip, solving a personnel problem in the cafeteria or running down a lost supply order. Operating work is immediate and now, as contrasted with management work which is long-range with perhaps little immediacy.

Louis A. Allen postulated, what he called, the principle of operating priority: "When called upon to perform both management work and operating work during the same time period, a manager will tend to give first priority to operating work." He gives three major reasons why this occurs, as applicable to education managers as private sector managers: (1) in general, operating work involves a technology with which he is more familiar, (2) operating work is likely to provide more immediate personal satisfaction than does management work, and (3) ability to solve operating or technical problems has traditionally been considered to be the trademark of a successful manager.

If we have adequately defined operating work, what then, precisely, is management work? Most of the accepted authorities in management literature, Allen, Drucker, Fayol and others, have developed similar listings of the functions and activities of management. Generally, they are as follows:

Function 1 — Planning. This includes defining roles and missions, forecasting, setting objectives, scheduling, budgeting, policy making, and establishing procedures.

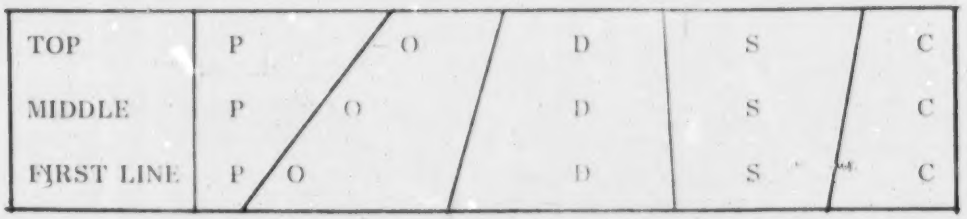
Function 2 — Organizing. This includes structuring and integrating.

Function 3 — Directing (Leading). Here are included such activities as assigning, motivating, committing, and coordinating.

Function 4 — Staffing. This function includes determining personalities, selecting personnel, and developing personnel.

Function 5 — Controlling. This includes final activities such as establishing standards, measuring performance, taking constructive action.

Each of the functions and activities identified above are performed by every professional manager, regardless of his level in the organization. The differences are one of magnitude and frequency. The following figure illustrates this variation:



(Planning, Organizing, Directing, Staffing, Controlling)

Figure 1

Planning by objectives really came to California in a big way with the passage of the Stull Bill. Generally, implementation of the Stull Bill at the classroom level involves the teacher and the school administrator in planning, organizing, directing, staffing, and controlling the activities of the teacher and of the students in the class. This is a new kind of activity for most of the teachers and, indeed, for most first line administrators. Good intentions do not seem to impress most people anymore - they want results. Admittedly, the public is not always sure of exactly what results they want. However, they do seem to agree that they want more results, more identifiable than ever in the past. Hence, accountability.

Most school districts do an appalling job in this area. For example, a 1965 survey conducted by the NEA[3] showed that over fifty percent of the teachers responding had no confidence in their school's method of evaluation. The situation seems to be no different at the administrative level. Harvey Goldwin[4] has observed: "Without dissent, educators, teachers, principals, superintendents, school board members, and the public have lamented the lack of a systematic process or instrument that would permit and facilitate the evaluation of administrators within their areas of responsibility." This seems a bit ironic in a profession that stresses the grading and evaluation of its clients.

Enters then Management by Objectives in the field of education, specifically into the administration of Fresno Unified School District. If we can make a form of M.B.O. work in the implementation of the Stull Bill, surely we can devise a form of M.B.O. that will be usable, and valuable, and fruitful in the performance of our administrative management tasks.

M.B.O. is a philosophy as much as it is a technique. The philosophy of M.B.O. is built on several assumptions about people, supervision, and evaluation. The assumptions that follow are the ones that will be used in this school district, in the development of individual management contracts with each administrator and middle manager.

Assumption 1. Evaluation systems that are primarily oriented at finding the "bad apples" in the system, or "cutting out the dead wood" are counter-productive. Such an orientation, too often, equates not doing something (doing nothing or having no crises to meet) with successful management. The focus should be on showing continuous growth and improvement, and in continually doing things better. Just as it is the responsibility of a teacher to develop students, so is it the responsibility of an organization to develop the managers of that organization.

Assumption 2. Unless the supervisor works almost daily, in direct contact with an individual, there is no way he can evaluate all the things that individual does. At best, he can intensely evaluate three, four, or five things that the individual does, and then, only if these things are well defined. This means that priorities must be set so that the most important responsibility or responsibilities are always in focus. Just as students are different, so are teachers and education managers. Priorities will differ from person to person.

Assumption 3. Lack of defined priorities results in a dissipation of resources and energy. If everything is equal, a person tends to be guided by his own interests or the situation at hand.

Assumption 4. Supervision is not a passive activity. That is, a supervisor should not only be a scorekeeper, a supervisor should also be actively involved in helping subordinates achieve objectives and continually grow in competence. The development of subordinates is certainly one of the most important of supervisory, managerial functions.

Assumption 5. People often have perceptions of their priority responsibilities that differ from the perceptions of the supervisor or the organization. Until this is clarified, the individual may be growing and developing in his own perceptions, but not in the perceptions of the supervisor or organization. Where the perceptions of priorities are the same (or close) between the individual and the supervisor/organization, the results are positive and productive. Where the perceptions are far apart, the results are nonproductive and one or the other must be changd.

Assumption 6. Continuous "hardnosed" dialogue between supervisor and manager concerning agreed upon priorities are productive both to the efficiency of the organization and to the psychological/emotional well-being of the individual.

It is proposed that these assumptions be translated into an operational system of supervision and evaluations which we will call the Management Contract. The word "contract" is used to indicate the obligation of both parties - the supervisor and the supervisee - to the terms of the

contract. The contract does not leave performance responsibility solely with the supervisee; the supervisor also must perform his function in a manner that has been described and agreed to by both parties.

The question before us is, how does a district or a system or even a manager "get into" management by objectives? The system is easy to verbalize, but much more difficult to bring into actual being.

Figure 2 is a schematic diagram of a Management by Objectives program. As illustrated here, Management by Objectives is a circular program. The completion of one management contract should logically be the means which leads the manager and his staff to the creation of the second, more effective management contract.

SCHEMATIC MANAGEMENT BY OBJECTIVES

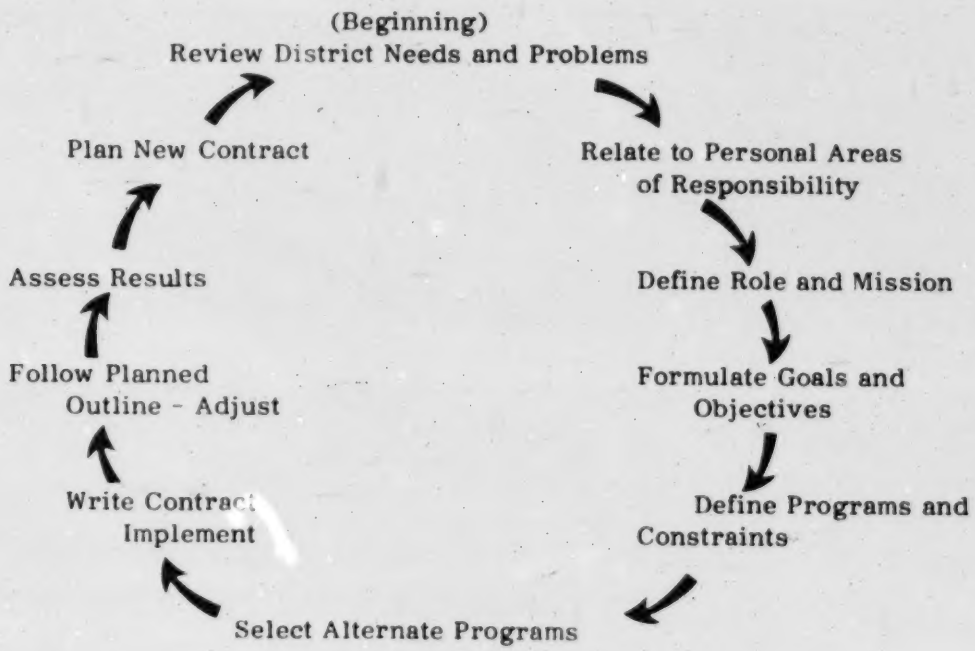


Figure 2

Dr. Terrell Bell[5] who was with the United States Office of Education when they implemented an M.B.O. system, listed thirteen steps for the management of an M.B.O. system in an educational organization. It is suggested that these steps be related to Figure 2. These steps are as follows.

1. Assess needs; identify critical educational problems.
2. The Board, the Superintendent, and the organization review the results of the needs assessment - identify high priority needs

items. District or Superintendent issues tentative list of high priority items.

3. System-wide critique of tentative list. Every school and manager should critically review the list.
4. Superintendent and the Board review the feedback. District or Superintendent issues new lists of high priority items.
5. Each school reviews final report from Superintendent. Assess the school's position and local action needs.
6. Each principal (and staff) would prepare written school objectives in quantifiable terms. What will be accomplished? How much and by when? Maybe four or five major items - certainly not more than eight or ten at maximum.
7. Supervisor and principal review and respond to goals and objectives of individual schools to insure that necessary human and material resources are available.
8. Local school unit, formulates final written goals and objectives for that school. Quantifiable results are to be obtained.
9. Establish an operational plan. Each school prepares time phased, action steps for each goal and each objective, who do what, by when, what's needed, etc.
10. Implementation of time-phased action program.
11. Weekly and monthly monitoring of progress toward attainment of goals. Perhaps a monthly management review conference. Open dialogues centered around problems.
12. End-of-year or period performance outcomes. What was accomplished? What remains to be done?
13. Preparation of new M.B.O. cycle.

As previously stated, the process is simple to talk about, but nerve-racking in developing. M.B.O. contracts are not for the timid or the lazy. Contract building is time consuming if done properly. To build a good contract can take as long as ten or twelve hours, at least a full day, maybe two. In some ways this may seem like a considerable time investment for a busy supervisor, but it is a minimal investment if performance, programming and results are to be improved.

From our experience over the past year, with the Stull Bill implementation, we already know that the preliminary conference is a most important, if not the most important, of the contract development sequence. This is the time that the supervisor and the supervisee try to isolate, and agree on, the four or five most important functions that the supervisee will perform in the months ahead. This does not mean, of course, that the supervisee will not continue to do all the things he or she would normally do. It does mean that the supervisor's responsibility for supervision and evaluation will focus on the selected priorities.

Once the four or five responsibilities or areas are defined, the contract can be jointly written. There are a variety of formats that can be used. Essentially they should all contain the following elements:

Component Item 1: A precise description of the project, process, skill, or attainment to be achieved. This should include (to a degree that is possible at the initial conference): (A) intent of what is to be done, (B) procedures to be used (C) outcomes to be expected. Remember, this is a form of a behavioral objective. Remember also that behavioral objectives have three requirements (1) the behavior that is to be expected, (2) the conditions under which the behavior will be performed and, (3) the standards to be expected in the performance. Contract items, then, should specify exactly what the individual intends to do and/or how he or she intends to do it.

Component Item 2. A description of who will do the monitoring and evaluation of the contract item, i.e., one or several people. A description of the person/persons who will monitor/evaluate the item (visitations, conferences, reports, or other materials etc.), and to the degree possible, what constitutes good, average or poor progress. The supervisor has the obligation to perform the supervisory and evaluation functions in a manner that is agreeable to the supervisee. Simply "visiting" the building once or twice will not be adequate.

Component Item 3. A description of any materials, resources or other aids needed to properly implement the agreement and who will see that this is provided.

Component Item 4. How often will the supervisor and supervisee meet to officially review progress? Once a quarter? Twice yearly? Define. Official review sessions are for the record. This includes a summary of the session written up by the supervisor with a copy to the supervisee. This allows the supervisee to know exactly where he stands with the supervisor and with the contract throughout the year. If the regular evaluation sessions have been well conducted, there would be no surprises in the final evaluation session.

Component Item 5. Any other information, not included in one through four, but felt to be relevant to the agreement. This is a catch-all for any contingencies.

The completed contract is binding on both sides, and each party to the contract should expect the other member to perform in the manner described in the contract. There is flexibility, however, in that the contract can be changed, modified, or cancelled at any time by mutual agreement of the parties involved.

It is doubtful that we can develop a model in which an administrator can show complete accountability to all the diverse groups or activities in his area of responsibility. Perhaps we are not really that sophisticated. But neither can we flee the quest for accountability. It seems quite reason-

able that one person can be directly accountable for another person, or groups of persons, and this accountability can be described and written down. This is the essence of Management by Objectives.

The following pages include some sample contracts devised to illustrate the principles and suggestions of this paper. These are included, not as models to be followed, but rather, as samples of how two principals and evaluators might have developed their mutual contracts.

AF/nr
1/14/74

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4. Goldwin, Harvey, "Evaluation of Administrative Behavior", Bulletin of the National Association of Secondary School Principals, Vol. 54, No. 347 (Sept., 1970).

5. Bell, Terrell, from talk to PEDR Management Seminar, Los Angeles, June 6, 1973.

MANAGEMENT BY OBJECTIVES

CONTRACT

The following is a mutually agreed upon management contract between:

Mr. Elementary Principal

Principal
Position

Blank School
Location

AND

Mr. Assistant Supt.

A.A.S.
Position

Blackstone West
Location

for the period of time from Sept. 1 1973

to June 30 1974.

Signed Mr. Principal

Mr. Asst. Supt.

Fresno Unified School District
2348 Mariposa Street, Fresno, California 93721

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # I To continue Stull Bill implementation with the instructional staff.

C1. Management Objectives.

The district approved process for complying with the Stull Bill requirements shall be completed by the principal or vice-principal with the remaining portion of the school instructional staff (the approximately 50% who did not participate last year). At the final evaluation conference it shall be expected that every instructor shall have met his/her objectives or posit mutually acceptable reasons why they have not been met. The evaluation shall be done on the basis of numerous classroom visits, observations or individual conferences. The minimum number of such contacts shall be nine (9) (average of one (1) per month). The date of each contact shall be recorded, together with suggestions, proposals, or directives for improvement, acceleration, or change.

C2. Monitoring and Evaluation of the Contract.

The Area Assistant Superintendent or Administrator shall monitor the contract by:

A. Receiving and reviewing a monthly report of progress, to be forwarded by Mr. Principal. (Continued on back of page)

C3. Material, Resources, Other Aids Needed.

Stull Bill materials and in-service will be furnished upon request.

C4. Review Process.

The Area Assistant Superintendent and Principal will meet at least twice a year. The final meeting will be a review and evaluation of implementation of the Stull Bill.

C5. General Information.

All written and recorded materials as outlined in C2 shall be available at each conference held by the principal and the Assistant Superintendent or Area Administrator.

C2. Continued

B. By responding promptly to any request for assistance by either the school principal or a teacher.

C. By insuring that complete and honest communication regarding this goal exists between the principal and the school staff.

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # II To maximize the opportunities for improved instruction inherent in an optimum school climate, adequate instructional space, supplies, and equipment, and individualized instructional programs.

C1. Management Objectives.

A. To achieve these objectives, Mr. Principal will plan and schedule his administrative actions to include: a regular morning bulletin, planned and scheduled regular staff meetings based on instructional needs, grade level team meetings at least twice each semester and, maintenance of an "open door" policy for students, teachers, and parents.

B. Improve the school/community climate by insuring a bi-weekly newsletter, the "School Reporter."
(Continued on back of page).

C2. Monitoring and Evaluation of the Contract.

A. Agendas shall be prepared for, and minutes and records shall be kept of all staff or grade level meetings.

B. The principal or his representative shall attend one staff or grade level meeting during each semester.
(Continued on back of page).

C3. Materials, Resources, Other Aids Needed.

No extra material resources anticipated. Manpower resources - Area Assistant Superintendent will respond as able to needs for extra human resources.

C4. Review Process.

Mr. Principal and Area Assistant Superintendent will meet formally at least twice; to prepare the M.B.O. contract and for final evaluation. Mr. Principal will take responsibility for initiating a progress meeting at least monthly, a report, observation, or other as indicated by time, circumstance and purpose.

C5. General Information.

None.

C1 Continued.

C. Arrange for other-school visitations for every staff member at least once each semester. All staff members are expected to assist in "covering" the responsibilities of the visiting teachers.

D. Arrange for any staff requested assistance in ways and methods of intensifying the individualized instruction program.

C2 Continued.

C. The Area Assistant Superintendent shall receive for review each copy of the "School Reporter."

D. The Area Assistant Superintendent shall be kept informed of the progress of each component of this objective.

MANAGEMENT BY OBJECTIVES CONTRACT

Goal # III

Mr. Principal will work with the instructional staff to improve the reading and math scores of the pupils of Blank School by better use of the PRIME materials.

C1. Management Objectives.

It shall be the goal this year that the average growth in achievement as measured by mutually agreed upon measures shall be one month's growth for each full month of actual attendance (a tardy shall count as a full day's loss of attendance in this instance). To achieve these objectives Mr. Principal will do the following:

A. Establish a minimum thirty (30) minutes of homework procedure for all students not achieving as scheduled.

B. Assist (accompany, if necessary) teachers in making home calls requesting parent's assistance.

C.

D.

E.

C2. Monitoring and Evaluation of the Contract.

A. The principal shall report in writing each month to the Area Assistant Superintendent his assessment of the degree of accomplishment of this objective.

B. The Area Assistant Superintendent shall respond promptly to any request for assistance in furthering this objective - attend faculty or grade level meeting, attend P.T.A. or Parent Advisory Committee meeting.

C3. Materials, Resources, other Aids Needed.

C4. Review Process.

C5. General Information.

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # IV Mr. Principal and the school staff shall insure full and meaningful participation of all regularly elected members of the P.T.A., Executive Board or Parent Advisory Committee of the Blank School.

C1. Management Objectives.

It shall be Mr. Principal's responsibility to insure:

A. An annual review and amendment (if indicated) of the By-Laws of the P.T.A. or P.A.C.
B. Assist the chairman of the P.T.A./P.A.C. in agenda development, taking of minutes, etc.
C. Insure meaningful participation and satisfactory accomplishment on the part of each member of the P.T.A./P.A.C.

C2. Monitoring and Evaluation of Contract.

Mr. Area Assistant Superintendent will monitor and review this objective by:

A. Receiving and reviewing the By-Laws of the P.T.A./P.A.C.
B. Reviewing and advising relative to the monthly agenda.
C. Reviewing with Mr. Principal the tabulation of parent reaction sheets evaluating each monthly meeting.
D. Reviewing the minutes of each monthly meeting.
E. Attending one monthly meeting during the year.

C3. Material, Resources, Other Aids Needed.

None.

C4. Review Process.

None.

C5. General Information.

None.

MANAGEMENT BY OBJECTIVES

CONTRACT

The following is a mutually agreed upon management contract between:

Mr. Secondary Principal

Principal — Position

Lakes Sr. High — Location

AND

Mr. Asst. Supt.

A.A.S. — Position

Buchstone East — Location

for the period of time from Sept. 1 1973

to June 30 1974.

Signed Mr. Principal

Mr. Asst. Supt.

Fresno Unified School District
2348 Mariposa Street, Fresno, California 93721

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # I To continue Stull Bill implementation with the instructional staff.

C1. Management Objectives.

The district approved process for complying with the Stull Bill requirements shall be completed by the principal or vice-principal with the remaining portion of the school instructional staff (the approximately 50% who did not participate last year). At the final evaluation conference it shall be expected that every instructor shall have met his/her objectives or posit mutually acceptable reasons why they have not been met. The evaluation shall be done on the basis of numerous classroom visits, observations or individual conferences. The minimum number of such contacts shall be nine (9) (average of one (1) per month). The date of each contact shall be recorded, together with suggestions, proposals, or directives for improvement, acceleration, or change.

C2. Monitoring and Evaluation of the Contract.

The Area Assistant Superintendent or Administrator shall monitor the contract by:

A. Receiving and reviewing a monthly report of progress, to be forwarded by Mr. Principal. (Continued on back of page)

C3. Material, Resources, Other Aids Needed.

Stull Bill materials and in-service will be furnished upon request.

C4. Review Process.

The Area Assistant Superintendent and Principal will meet at least twice a year. The final meeting will be a review and evaluation of implementation of the Stull Bill.

C5. General Information.

All written and recorded materials as outlined in C2 shall be available at each conference held by the principal and the Assistant Superintendent or Area Administrator.

C2. Continued

B. By responding promptly to any request for assistance by either the school principal or a teacher.

C. By insuring that complete and honest communication regarding this goal exists between the principal and the school staff.

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # II To measurably improve student attitude toward school, use and conservation of campus, rooms and materials and decrease student tardys and increase attendance.

C1. Management Objective.

There shall be created a School Improvement Committee chaired by the principal to include the Student Council, five (5) teacher representatives and a custodial representative. This committee shall meet regularly and vigorously address itself to the stated objectives. The objectives of this goal shall be:

A. to decrease vandalism by 50%.
B. to decrease absences by 25%.
C. to decrease tardies by 50%.
D. to decrease waste of physical resources by 25%.

One of the prime goals of the School Improvement Committee shall be to personally involve all of the faculty and school staff and at least 80% of the students in achieving their objectives.

C2. Monitoring and Evaluation of the Contract.

The Area Assistant Superintendent or Administrator shall monitor and evaluation will be done on a comparison of the prior and present school year data.

C3. Materials, Resources, other Aids Needed.

The principal shall provide from school or approved district funds such financial resources as may be required by the S.I.C.

C4. Review Process.

The Area Assistant Superintendent or Area Administrator shall review the progress of their objectives at least monthly and shall make a written record of the review.

C5. General Information.

None.

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # III To make material, measurable and discernible progress on further implementation of the district established Individualized Instructional Program.

C1. Management Objective.

C2. Monitoring and Evaluation of the Contract.

C3. Materials, Resources, Other Aids Needed.

C4. Review Process.

C5. General Information.

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # IV To implement the M.B.O. management system with all the staff members of the Apex High School.

C1. Management Objective.

C2. Monitoring and Evaluation of the Contract.

C3. Materials, Resources, Other Aids Needed.

C4. Review Process.

C5. General Information.

MANAGEMENT BY OBJECTIVES

GOAL # V

To release to parents/patrons of the school a minimum of six (6) in-depth reports on the status of our curriculum and instructional program. This is to be accomplished by parent-visitation programs, P.T.A. meetings, newsletters, home visitations, etc.

C1. Management Objective.

C2. Monitoring and Evaluation of the Contract.

C3. Materials, Resources, Other Aids Needed.

C4. Review Process.

C5. General Information.

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL # VI To provide for all interested students easily or quickly available career vocational information and opportunities for on-the-job experiences. The program is to be complete and comprehensive, including not only information about but, when indicated, interviews with practitioners, job-site visitations, hands-on experiences if possible, and desired out-of-school credit.

C1. Management Objective.

C2. Monitoring and Evaluation of the Contract.

C3. Materials, Resources, Other Aids Needed.

C4. Review Process.

C5. General Information.

MANAGEMENT BY OBJECTIVES

CONTRACT

The following is a mutually agreed upon management contract between:

_____

_____ _____
Position Location

AND

_____

_____ _____
Position Location

for the period of time from _____ _____

to _____ _____.

Signed _____

_____

Fresno Unified School District
2348 Mariposa Street, Fresno, California 93721

MANAGEMENT BY OBJECTIVES CONTRACT

GOAL #

C1. Management Objective.

C2. Monitoring and Evaluation of the Contract.

C3. Materials, Resources, other Aids Needed.

C4. Review Process.

C5. General Information.